

Thurston County Superior Court No. 14-2-00626-5

IN THE WASHINGTON STATE SUPREME COURT

JAMES BARSTAD,

Appellant

Vs.

WASHINGTON STATE DEPARTMENT OF CORRECTIONS, Respondent.

STATEMENT OF GROUNDS FOR REVIEW

Received Washington State Supreme Court

DEC 11 2014

Ronald R. Carpenter Clerk

JAMES BARSTAD [#759730]
C/O MONROE CORRECTIONAL COMPLEX
P.O. BOX 777, WSRU-B123
MONROE, Washington [98272]

IN THE WASHINGTON STATE SUPREME COURT

JAMES BARSTAD,

No. 90616-5

Appellant,

STATEMENT OF GROUNDS FOR REVIEW

VS.

WASHINGTON STATE DEPARTMENT OF CURRECTIONS,

Kespondent.

I. NATURE OF THE CASE AND DECISION:

Appellant prought a civil action in the Thurston County Superior Court to rearess the failure of Respondents to disclose public records under the Public Records Act (PRA), Revised Code of Washington (RCW) 42.55.030 et.seq. Appellant sought maximum penalties, alleging bad faith. Respondents claimed the record in question was merely a "transitory" document, i.e. Inter-office memorandum. Further, they claimed the record was exempt from disclosure and that the issue was merely a violation of the Retentino Schedule Act of RCW 40.14.050. On August 01, 2104, Judge Erik D. Price granted the Respondents' summary judgment and denied Appellant's summary judgment, citing for authority <u>Building Industry Association of Washington v. McCarthy</u>, 152 Wn.App. 720, 218 P.3d 195 (Div. 2, 2009) and <u>West v. Washington</u>

II. ISSUE PRESENTED FOR REVIEW:

CAN A STATE AGENCY CREATE A DOCUMENT, DEFINED BY RCW 42.56.010 AS A "PUBLIC RECORD" SUBJECT TO DISCLOSURE UNDER THE PRA, AND THEN SUBSEQUENTLY LABEL THE DOCUMENT AS A "TRANSITORY" INTER-OFFICE MEMO, AND THEN THEREBY WILLINGLY VIOLATE THE RELEGION SCHEDULE ACT OF RCW 40.14 AND ULTIMATELY CIRCUMVENT THE PRA AND ITS PENALTIES FOR NON-DISCLOSURE OF THE RECORD?

III. GROUNDS FOR DIRECT REVIEW:

3.1) REVIEW OF THE SUPERIOR COURT DECISION IS AVAILABLE:

Rules of Appellate Procedure (RAP) 4.2 provides, in pertinent part:

Direct review of superior court decisions by the Supreme Court.

- (a) Type of cases reviewed directly. A party may seek review in the Supreme Court of a decision as a Superior Court which is subject to review in Title 2 only in the following cases:
- (4) Public Issues: A case involving a fundamental and urgent issue of broad public import which requires prompt and ultimate determination.
- (3) Action Against State Officer: An action against a state officer in the nature of quo warranto, prohibition, injunction, or mandamus.

Rules of Appellate Procedure (RAP) 4.2 (Emphasis added).

"A party may seek reconsideration of an order granting of denying surmary judgment on grounds that substantial justice has not been done." <u>Davies v. Holy Family Hospital</u>, 144 Wh.App. 483, 183 P.3a 283, published at 143 Wh.App. 1012. "Court may grant a motion for a new trial where important rights of the moving party are materially affected because substantial justice has not been done." <u>Ramey v.</u>

Knorr, 130 Wh.App. 672, 124 P.5a 314, review denied, 157 Wh.2a 1024, 142 P.5d 608 (2005). "Trial court has discretion when substantial justice has been denied." Benjamin v. Randall, 2 Wh.App. 50, 467 P.2d 196 (1970). "A summary judgment which adjudicates a single claim in its entirety constitutes a 'final judgment' within the meaning of CAROA 14(1)." Seattle First National Bank v. Marshall, 15 MAI.App. 503, 557 P.2d 352 (1976).

5.2) PUBLIC RECORDS ACT MANDATES DISCLOSURE OF PUBLIC RECORDS.

Revised Code of Washington (RCW) 42.55.030 provides:

The people of this state do not yield their sovereignty to the agencies that serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may maintain control over the instruments that they have created. This chapter shall be insertily construed to promote this bublic policy and assure that the public interest will be fully protected. In the event of a conflict between the provisions of this chapter and any other act, this chapter shall govern.

KLYISED JUDG OF LOS HINGEDA (KEL) 42.10.000 (Emphasis dadeu).

The court's primary outy in interpreting a statute is to "determine the legislature's intent." <u>State v. Jacobs</u>, 154 Wh.zd 590, 300, 115 P.3d 281 (2005). If the statute's meaning is clear, then "the court must give effect to that plain meaning as an expression of legislative intent." <u>Id</u>. "The 'plain meaning' of a statutory provision is to be asserted from the language of the statute in which the

scheme as a whole." <u>Io</u>. (Emphasis addea). "If the statute is unambiguous, meaning it is subject only to one reasonable interpretation," the court's inquiry ends. <u>State v. K.L.8.</u>, __ wh.2d __, 2014 wt_ 2395451 at *2 (No. 86270-3, 6/26/14). It is unambiguous. The legislature interact ... 42.35 at.339. to superced the Retention Schedule Act of RCM 40.14.

"The PRA begins with a managed of fall disclosure of Judici records, and that remade is indiced only by the process. Applies Animal Welfare Soc'y v. University of Washington, 125 Wh. 2d 245, 353, 335 P. 2d 392 (1994). "If public records do not fall within those exemptions, their disclosure rust be timely." Spokane Research & Defense Fund v. City of Spokane, 155 Wh. 2d 39, 102, 117 P. 3d 1117 (2005). "Penalties for late disclosure are managed by."

"Public Records Act (PRA) requires every government against to disclose any public record upon request, unless an enumerated exemption applies." RCWA 42.56.070 (1), <u>Sanders V. State</u>, los wn.2a 827, 856, 240 P.3a 120 (2010) (Emphasis added). Appellant contends the enumerated exemptions <u>do not apply</u> to the record sought, as it is defined as:

⁽c) Administrative staff manuals and instructions to staff that affect a member of the public.

⁽f) Correspondence, and materials referred to therein, by and with the agency realting to any regulatory, supervisory, or enforcement responsibilities of the agency, wherein the agency determines or opines upon, or is asked to determine or

opine upon, the rights of the state, the public, a subdivision of state government or of any private party.

RCW 42.56.070 (1) (Emphasis added) (cited in West v. Washington Department of Natural Resources, 163 wh. App. 256, 256 2.30 78 (2011).

Judicial review of an agency's complinace with the PRA is de novo." <u>Soter v. Cowles Pub'g Co.</u>, 162 Wn.2a /15, /31, 17. 2.00 50 (2007). "The [PRA] is a strongly worded manage for proga disclosure of public records." Hearst Corp. v. <u>付め</u>いと、90 /in.2d 1z3, 127, つばしき.2d z46 (1978). "we liberally contrue the PRA in favor of disclosure. The norrowly construe its exemptions." RCw 42.56.030. "The burden of proof is upon the agency to establish that a specific exemption applies." Daines v. Spokane County, 111 Wn. App. 342, 546, 44 2.3a 909 (2002). Respondents argue the public record sought was exempt from disclosure, due to it being "transitory," but have also conceded that the retention schedule in place pursuant to RCW 40.14 was violated and "subject to criminal prosecution." (Def's Response to Plnt's Motion for Summary Juagment, pg.3, 11. 22-23). Their ultimate argument is that they be allowed to circumvent the PRA by violating RCW 40.14, and should not be neld accountable for this action through penalties.

The trial court relied upon the following cites for its decision, "[A]n agency has no duty to preduce a

reword that is nonexistent." Liam v. McCartny, 152 wh.App. 720, at 734, 215 P.3a 195 (2009), and, "[f]ne PRA does not authorize indiscriminate shifting through an agency's files of the dis searching for records that have been demonstrated not to exist. " <u>alam</u>, supra, of 754-55, 215 2.50 Teo (4)001ng <u>sperr v. Clty of Spokana</u>, 123 Mn.App. 152, 15/, కర్గిక్ 1012 (మంగ్రి) (Emphasis omittea). Similar algument states, "[f]here was no agency action to review under the ACC 'where the agency' ata not deny the requestor opportunity to inspect or copy a public record, because the public record he sought 'dia not exist.'" BIAN, supra, at 740, 218 2.56 150 (quating <u>Sperr</u>, 123 Wn.App. at 15/, 55 P.pd 1012). Appallant contends the Superior Court decision to be in error, along with the Division II Court of Appeals decisions cited above as controlling to deny remedy to Appellant.

5.3) ERRONEOUS DECISIONS OF SUPERIOR AND APPELLATE COURTS

In <u>West</u>, supra, West argued that the DNR lost his email one year before he made his [PRA] request. He further argued that the courts should apply RCW 40.14 under the proposition that unless the courts apply the statute, agencies will circumvent the PRA and improperly destroy records. See <u>BIAW</u>, 152 wh.App. at 741, 216 2.3d 195 (despitethis argument's compelling logic, no improper descruction has been shown). West's prediction has occurred

in this present case and the issue is ripe for final resolution.

In the present case, Appellant sought a document entitled "Disciplinary Sanction List," dated October 27, 2012 (See Exhibit "2" nerein). Appellant sought this document six months from the date of its creation. He was seeking this document since it was not the "normal" notice of sanction given after being found guilty in a nearing. Since this abcument was Appellant's only notice of sanction, and imposed upon him prior to any nearing and/or finally of guilt, Appellant sought this abcument as evidence for a \$1935 feweral civil suit for rights violations. The record sought fits all definitions of a "public record" under both RCW 42.56 and RCW 40.14. Further, the record sought was mandated to be retained for two years prior to destruction, pursuant to RCW 40.14 (See Exhibit "3" nerein).

Respondents sent one CD-ROM of records to the Appellant (PDU-24877). However, the specific sanction list referencing the Appellant was absent. Appellant made a subsequent request. A second CD-ROM was sent to the Appellant, when thus Second Installment CD arrived, Respondents LOST/MISPlaced the CD-ROM. Appellant requested another copy of the Second Installment CD-ROM. When this third CD arrived, the Monroe Correctional Complex (MCC) Hailroom rejected the Mulling, Stating that the "CD contains other

offenders' information," and was therefore deemed to be a threat to the institution, pursuant to <u>Livingston v. Cedeno</u>, 185 P.3d 1055, 164 Wn.2d 46 (2008) and DCC Policy 450.100 -Mail for Offenders.

At no time did Repondents provide proof of their claim that a legitimate threat to the order or security of the facilty was present, nor did they file to enjoin Appellant pursuant to RCW 42.56.505(2). The First Installment CD-ROM also contained "other offenders' information" (name and DOC number) and it was allowed in without incident.

It is worth noting that the MCC Mailroom procedures give rise to the majority of the claims presented in the \$1983 case mentioned herein. Also, MCC posts the same "other offenders' information" (names and DOC numbers) on the wall every day. Appellant contends that the time and location of a specific immate tanorrow is a much greater risk to the orderly operations of the prison than a list of specific immates who were on "Confined to Quarters" (CTQ) sanctions, last year! Appellant further contends that Respondents are attempting to keep the Sanction List out of the hands of Appellant, showing and faith. Appellant forwarded the CD-ROM rejected by the MCC Mailroom to a third party. That third party confining the absence of the record sought and subsequently countried the absence of the Phurston County Superior court for in camera review. The trial court

declined to view the CD-ROM. The record sought has never been provided to the Appellant (or any other third party) for review and/or copying.

This was not a lost e-mail, as in <u>Mest</u>, supra. This present case involves the willing and knowing destruction of an official public record (within six months), prior to the expiration of the retention schedule (two years, minimum).

One of Respondents' letters states, "these types of documents ... are not kept ofter a sanction is completed. (See Exhibit "4" herein). Why not? The Retention Schedule states "retain for two years, then destroy." The other prisons are following the mandated statutes concerning records and their retention, but not MCC. RCW 40.14.010 states, in pertinent part:

As used in this chapter, the term "public records" shall include any paper, correspondence, completed form, bound record book, photograph, film, sound recording, map, machine-readable material, compact disc meeting current industry specifications or other document, regardless of physical characteristics, and including such copies thereof, that have been made by or received by any agency of the State of Washington in the transaction of public business, and legislative records as described in ROV 40.14.100.

For the purposes of this chapter, public records shall be classified as follows:

(1) Official public records shall include all original vouchers, receipts, and other documents necessary to isolate and prove the validity of every transaction relating to the receipt, use and disposition of all public purposes and public income from all sources, whatsoever, all agreements and contracts to which the State of Washington or any agency thereof may be a party, all ficelity, surety, and performance bonds, all claims against the State of Washington or any agency thereof, all records or documents required by low to be filed with or kept by

State of Washington, all legislative records as defined in RCW 40.14.050, to be official public records.

(2) office files and memorandum include such records as correspondence, exhibits, drawings, maps, completed forms, or documents not above defined as official public records filed with any agency of the State of Washington, documents and reports made for the internal administration of the office to which they pertain but not required by law to be filed or kept with such agency, and other documents or records determined by the records committee to be office files and memoranda.

RCW 40.14.130 (Emphasis addea). According to the above, "Office Files and Membranda" are a subclass of "Public Record." Therefore, they are to be included within the statutory requirements of the AMA. Further, the record sought has DOC letterhead, photographs, and the subject matter directly involves the constitutional rights of the persons listed upon it. It is not "Office Files and Memoranda." It is an "Official Public Records," per the definition. Finally, the Retention Schedule mandates that "Office Files and Memoranda" are to be retained for two years prior to destruction. (See Exhibit "3"). Finally, it is clear that legislative intent was for the PRA to superceae the Retention Schedule Act.

RCW 42.52.050(4), states that, "No state officer or state employee may intentionally conceal a record if the officer or employee know the record was required to be released under chapter 42.56 RCW, was under a performance obligation to release the record, and failed to do so. This subsection does not apply when the decision to withhold the

record was made in good faith." RCW 42.56.280 states, "preliminary drafts, notes recommendations, and intragency memorandums in which opinion are expressed or policies formulated or recommended are exempt under the chapter except that a specific record is not exempt when publicly cited by an agency in connection with any agency action." (Emphasis added). Again, the record sought contains DUC Letternead. Therefore is it cited by the agency and sepcifically refers to an agency action. Obviously, then, the record sought is not an "Office File and Memorandum," but an "Official Public Record." The record was not exempt from disclosure and was agtermined to require a minimum retention of two years.

RCW 42.56.100 - Protection of public records - Public Access, states:

"If a public record request is ande at a time when such record exists but is scheduled for destruction in the near future, the agency, the office of the secretarys of the senate, of the office of the chief clerk of the nouse of representatives shall retain possession of the record, and may not destroy or erase the record until the request is resolved."

RCW 42.56.100 (Emphasis added). The record sought in the instant case was merely six months old. It was not scheduled for destruction for at least another eighteen months after

request was made. The admitted violation of RCW 40.14 resulted in the violation of RCW 42.58.100, ultimately resulted in the circumvention of the PRA. Respondents have

STATEMENT UF GROUND FOR REVIEW - 11

resulted in the circumvention of the PRA. Respondents have admitted this to be a criminal act.

ROV 42.55.550(4) - Judicial review of agency actions, provides in pertinent part:

(4) Any person who prevails against an agency in any action in the courts seeking the rights to inspect or copy any public record or the right to receive a risplant to a public record request within a reasonable attorney fees, incurred in commission with such legal action. In addition, it shall be within the discretion of the court to award such person and amount not to exceed one hundred dollars for weach day that he or she was denied the right to inspect or copy such public record."

RCw 42.56.550(4) (Emphasis added).

Also relevant, RCW 42.00.000, states in pertinent part:

(1) Court shall not award penalties under RCW 42.56.550(4) to a person who is serving a criminal sentece in a state, local, or provately operated correctional facility on the date the request for public records was made unless the court finds the agency acted in bad faith in denying the person the opportunity to inspect or copy the record."

ACM 42.56.555 (Emphasis added). Petitioner is at a disadvantage at intro in a PRA action. The agency has taken more steps to mullify the effects of the PRA than they should normally take to just behave in a legal manner, with the transparency required by the PRA. RCM 42.56.555 was specifically enacted to protect the Respondents in this action. They have finally made it to where an inmate can no longer obtain CD-RCM disclosure completely, requiring only made copy paper to be allowed into the prisons.

STATEMENT OF GROUND FOR REVIEW - 12

recention schedule. They destroyed the public recorda before alther to castroy the record, pursuant to RCW 40.14. They have admitted this act to be subject to criminal prosecution. Appellant has notified the Snohomish County Prosecutors of the crime, but no action has been taken by that agency. The record sought has a direct bearing in a federal civil suit, regarding the denial of civil rights of the Appellant. The destruction of the record and failure to present apportunity yo inspect/copy the document is a circumvention of the PRA. Committing a criminal act to circumvent the PRA is an abvious showing of pad faith. Appellant is entitled to private remedy through maximum penalty.

IV. CONCLUSION / PRAYER FOR RELIEF

For the reasons and argument herein, Appellant prays this Court will resolve this issue, enjoin Respondents from any further PRA circumvention tactics, and grant the Appellant the maximum amount of penalties and costs. Appellant further asks this Court for any additional punitive penalties they might see fit to incur in this matter.

Respectfully submitted this

_day of/December, 2014.

JAMES BARS/AD [//759730]

Appellant, Pro Se

MONROE CURRECTIONAL CUMPLEX P.O. BOX 777, WSRU-B123 Monroe, Washington [982/2]

2014 AUG - 1 PM 12: 13

BETTY J. GOULD, CLERK

STATE OF WASHINGTON THURSTON COUNTY SUPERIOR COURT

JAMES BARSTAD,

Plaintiff.

NO. 14-2-00626-5

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WASHINGTON STATE DEPARTMENT OF CORRECTIONS,

ORDER DENYING PLAINTIFF'S MOTION FOR SUMMARY JUDGMENT AND GRANTING DEFENDANT'S MOTION FOR SUMMARY JUDGMENT

Defendant



Clerk's Acton Regured

THIS MATTER having come before the Court on hearing of Plaintiff's Motion for Summary Judgment pursuant to CR 56 and Defendant's Cross-Motion for Summary Judgment pursuant to CR 56, the Court having reviewed the memoranda and evidence submitted by the parties, and heard oral argument, and being otherwise fully advised, makes the following

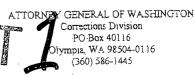
ORDER:

- Plaintiff's Motion for Summary Judgment is DENIED; 1.
- Defendant's Motion for Summary Judgment is GRANTED; 2.
- Plaintiff's complaint is dismissed with prejudice; and

Including: Plaintiff's Motion for Summary Judgment, Appendix A; Defendant's Response to plaintiff's motion for Summary Judgment and Defendant's Cross-Motion for Summary Judgment, Exhibit 1 - Declaration of Denise Voughan with Attachments A-L, Exhibit 2-Declaration of Dianna Polson; Plaintiff's Reply to Defendant's Response to Plaintift's motion for Summary Judgment, Appendices A-D; and Defendant's Reply to Plaintiff's Response to befordant's Choss-motion for

Summary Judgment

ORDER DENYING PLAINTIFF'S MOTION FOR SUMMARY JUDGMEN AND GRANTING DEFENDANT'S MOTION FOR SUMMARY JUDGMENT (PROPOSED)



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1	4. The Clerk of the Court	t is requested to send copies of this order to all parties.
2	DATED this day of	August , 2014.
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5		ERIK D. PRICE Thurston County Superior Court Judge
6	Submitted by:	· · · · · · · · · · · · · · · · · · ·
7	ROBERT W. FERGUSON	
8	Attorney General	· · · · · · · · · · · · · · · · · · ·
9	Haley Beach	
10	HALEY BEACH, WSBA #44731 Assistant Attorney General	
11	Attorney for Defendant	
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ORDER DENYING PLAINTIFF'S
MOTION FOR SUMMARY JUDGMENT
AND GRANTING DEFENDANT'S
MOTION FOR SUMMARY JUDGMENT
(PROPUSED)



STATE OF WASHINGTON

DEPARTMENT OF CORRECTIONS

WASHINGTON STATE REFORMATORY P.O. Box 777 . Monroe, Washington 98272-0777

TO **ALL STAFF**

SGT'S KNOX/DOPSON **FROM**

DATE:

10/27/12

SUBJECT:

A/B UNITS

			Disciplinary Sanction List
NAME	DOC#	CELL#	SANCTION
		A Unit	

		<u>B Unit</u>	
Barstad	759730	B 4-36L	Unassigned Status 1200-2030 Mon-Fri Only

Unless otherwise stated cell confinement means the inmate is only allowed out of his cell for work, meals, school, visits, official call outs (not to include barber shop), (1) 15 minute shower per day, (1) 20 minute phone call per day, one scheduled religious service per week if so stipulated when sanction is levied and confinement is over 7 days. Unless otherwise stipulated, extra duty will be performed in the living units. CC will be run for last for mainline. Units, Booths, Bulletin board, Dayroom, Entries, Gym, Hobby shop, Rec. Sup, Chapel, P.A.B, Twr 9, Shif

INMATE

PHOTOS HERE

2.6 SECURITY AND CONTROL

The activity of imposing control over offender populations in an effort to provide protection and prevent security disturbances and improper conduct.

DISPOSITION AUTHORITY (NUMBER IDAN)	ION DANIE CONTROL OF THE CONTROL O	RETENTION AND DISPOSITION ACTION	DESIGNATION
13-09-68456 Rev. 0	 Law Library Access Records relating to requests from offenders for access to facility's law library. Includes, but is not limited to: Granted or denied requests; Scheduling; Call-out logs; Copies of offender's filed court documents. 	Retain for 2 years after end of calendar year then Destroy.	NON-ARCHIVAL NON-ESSENTIAL OFM
83-06-32469 Rev. 2	 Logs relating to the various types of tracking throughout the facility to include movements of physical items (vehicles, keys, tools), staff and offenders. Loustody, key, tool and vehicle control; Custody, key, tool and vehicle control; Cell block and unit tower security and control; Drug screening and urinalysis; Administrative segregation; Telephone logs; Offender mail logs; Offenders who were in lay-in status or not released from assigned units for work or other assignments. 	Retain for 2 years after end of calendar year then Destroy.	NON-ESSENTIAL OFM







DEPARTMENT OF CORRECTIONS

P.O. Box 41100 • Olympia, Washington 98504-1100

March 11, 2014

Mr. James Barstad 759730 Monroe Correctional Complex P.O. Box 777; WSR-B123 Monroe, WA 98272

Dear Mr. Barstad:

This letter is in follow up to my previous correspondence to you that was sent on 2/27/2014 regarding PDU-24877.

You had clarified in your letter dated 1/28/2014 on the specific documentation you were seeking.

We conducted another search and didn't find any records responsive to your request for a document dated 10/27/2012 to all staff from Sgts. Knox/Dopson with the subject A/B Units Disciplinary Sanction List. Per MCC, these types of documents are sent to unit staff and are often not kept after a sanction is completed.

This request (PDU-24877) has been closed, as no responsive records were located.

Sincerely,

Virginia Shamberg, Public Disclosure Specialist

Public Disclosure Unit

Department of Corrections

PO Box 41118

Olympia WA 98504

CERTIFICATE OF SERVICE BY MAILING

I, James B. Barstad, being of the age of majority and competent to state the matters set forth herein, Aver and Declare the following:

That on the _____ th day of December, 2014, I placed into the U.S. Postal Service, at the MONROE CORRECTIONAL COMPLEX, with the proper prison forms attached, copies of the following assuments:

- 1) STATEMENT OF GROUND FOR REVIEW
- 2) CERTIFICATE OF SERVICE BY MAILING

These mailings were addressed to the following parties:

- 1) WASHINGTON SUPRME COURT Temple of Justice P.O. Box 40925 OLYMPIA. WA 98504-0929
- 2) WASHINGTON ATTORNEY GENERAL Attn: Haley Beach P.O. JOX 40116 OLYMPIA, WA 98504-0116

Further I sertify these facts as true, correct, cortain, and complete, under penalty of perjury, pursuant to the 10% of the State of Washington and of the United States of America.

JOHES BOLSZOO [1/759730] MUNRJE CORRECTIONAL COMPLEX

MUNRUE CURRECTIONAL COMPL P.O. BOX 777, WSRU

Monroe, Washington [952/2]